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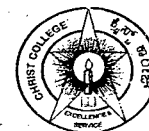
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GENESIS AND GROWTH OF MUNICIPAL ADMINISTRATION IN BANGALORE CITY

Basavaraj N. Akki*

Abstract

The setting up of Municipal administration opened a new era in Mysore state during the second half of the 19th century. The lifestyle of the inhabitants of the city started to change gradually. The municipal administration was introduced with the intention to provide basic civic amenities, which were unknown to the people at that time. The gradual implementation of urban administration scheme at that time resulted in improving the present status of the democratic institutions at city level in Mysore state. It was because of establishment of Municipality at Bangalore in 1862, today we can witness an all-round progress and development in the sphere of drinking water facility, drainage system, supply of electricity, construction and maintenance of roads, beautiful gardens, city extensions etc. in Bangalore city.

In this article an attempt has been made to trace out the factors responsible for the implementation of municipal administration in the State and growth of Bangalore city Municipality from 1862-1900.

Local Self-Government in Karnataka has a long history. But the form in which it exists today is substantially different from what prevailed in ancient times. The present form of Local self-government has evolved from various dynasties of kings who ruled over Karnataka at different periods. The Mauryas and Sathavahanas ruled

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over a large part of the Karnataka region, in ancient times (i.e., including former Princely Mysore). Karnataka was under the control of emperor Asoka. Kautilya's Arthashastra explains in detail, about the municipal administration, taxation system and the then existing various committees of municipalities. This system was continued by the Sathavahanas. Later on, from 350 A.D. upto 1800 A.D. the dynasties like the Kadambas of Banavasi, Gangas of Talakad, Chalukyas of Badami, Rashtrakutas of Malkhed, Chalukyas of Kalyana, Hoysalas of Dorasamudra and Rayas of Vijayanagara ruled over Karnataka from different places. Rulers of these dynasties systematically developed the administration of the urban areas.

From 1762 to 1799 the Mysore Province was ruled by Haider Ali and Tipu Sultan who usurped power from the Wodeyars. This period witnessed a series of wars with the British. Both of them wanted to eliminate the British power and fought heroically against the British. The defeat and death of Tipu Sultan opened a new era, for the British. They were eager to take over the administration. According to the Treaty of A.D. 1799 Krishnaraja Wodeyar III became the ruler in A.D. 1801. Purnaiya who had served both Haider Ali and Tipu Sultan continued as Dewan. He served upto 1811. After his departure, the administrative machinery became weak. Corruption was the order of the day, rebellions and robberies became the common features. The Raja could not control the situation. The British intervened in the political scene and brought the situation under control. Ultimately, the administration was taken over by them on 31st October, 1831 from Krishna Raja Wodeyar III. Then the Commissioner's rule started in the state. Sir Mark Cubbon (1834-61) became the first Chief Commissioner of the province. He was a patriarch of the old conservative colonial school and therefore the liberal wave of modernization was delayed. He was succeeded by Lewin Benthem Bowring. During his period the administration of Mysore was reorganised in accordance with the standards prevailing in the British Provinces. It was he who established municipalities on an experimental measure first at Bangalore and then at Mysore in 1862. Substantial sum of money was spent upon the restoration of irrigation works and repairs of tanks, roads in different parts of the State and for providing incentive measures to commercial agriculture (Coffee). Thus, the constructive economic measures introduced by Bowring, helped indirectly for the growth of cities and towns in the province.

Meaning of Local Self-Government

Local Self-Government means an administration of a locality i.e., a village, a town, a city, smaller than the State by a body representing the local inhabitants possessing a large measure of autonomy, raising at least a part of its revenue through local taxation and spending its income on services in the locality. Five features thus characterise, a system of local Self-Government are a local body

local inhabitants electing and ultimately controlling that body, autonomy of that body in the sense of freedom from the control of higher authorities within atleast a limited sphere, local revenue and recognition of the distinction between the local and non-local Self-Government.

Encyclopedia Britannica defines Local Government as "an authority to determine and execute measures within a restricted area inside smaller than the whole state. The variant local Self-Government is important for its emphasis upon the freedom to decide and act".¹ Jennings defines the term local government by the most important of the authorities which are generally included in statutory definitions of local authorities."²

Evolution of the Municipalities

In tracing the development of local Self-Government under the British rule, it is to be noticed that until about 1850 the Government was mainly engaged in wars of conquest and in taking measures for the consolidation of its authority in the territories it conquered. There was neither time or inclination, to attend to the nation-building services like public health and sanitation, education, roads and so on. It was during the last decade of the rule of the East India Company and in the period immediately following the establishment of the direct rule of the Crown that a small consideration was given to the provision of these services. As a result the Government made up its mind to set-up municipalities in all towns. So an Act No. XXVI of 1850 was passed which provided for setting up of municipalities. One feature of this Act was that the people of a town were expected to take the initiative in setting up of such a municipal body.

In pursuance of this in Mysore State measures were taken to establish municipalities in 1859 and such bodies came into existence in 1862, on an experimental basis. By 1864-65 all the eight district headquarters in Mysore State had municipalities. This scheme was carried out as an experiment for over 9 years. In 1871 the Bangalore Town Municipal Regulation was passed. In 1888 it was extended to the Mysore City.

Establishment of Municipality

Before 1860 municipalities were set up only in the Presidency towns of India. It was not extended to other places and princely States. It was in 1860 the Government of India decided to extend this facility to other States. And in the meantime on 22nd August 1859, 34 influential landed proprietors and householders of the Bangalore City submitted a signed memorandum to Captain J. Puckle, the Executive Engineer

of the Bangalore Division expressing their willingness to pay the taxes voluntarily for the establishment of municipality in Bangalore and to abide by the Municipal Act No. XXVI of 1850.³ Then Capt. Puckle through his letter No. 399 dt. 31st Aug., 1859, forwarded that signed memorandum to the Chief Engineer of Mysore and sought the permission to establish a municipality in Bangalore.⁴ Then the Chief Engineer in Mysore Col. E Lawford forwarded the same letter to the Commissioner for the Government of territories of Maharaja of Mysore through his letter No. 2127-61-62 dated 16th Oct., 1861.⁵ Accordingly a decision was taken in this regard. The Superintendent of Bangalore in his letter No. 145 dated 6th May, 1862 issued an order stating that the Municipality of Bangalore was formed with a Committee of nine members.⁶

At a meeting held on 27th March 1862, Mr. C. Vijayarangam Naidu, Commissioner's Head Seristedar was appointed as the President, Mr. B. Krishna Iyengar, Head Seristedar of Judicial Commission as the Vice-President. The other members of the Committee were Soorappah Chennashetty, Yacambru Sowjee, Ramaswamy Shetty, Gerryappa Shetty, Maneyanna Shetty, Munshi and Subedar Beg: Doddachannappa and Kalsiah were appointed as the Kotwals.⁷ For the purpose of improving the sanitary conditions for the city of Bangalore Captain Hay proposed and sanctioned a tax at the rate of four annas per *ankanam* on the inhabitants of Bangalore. Thus a local committee was formed to look after the administration of the Municipality.⁸

Then the Municipal Committee consisting of both officials and non-officials was formed. Assistant Superintendent was the President, and Head Seristedar of Commissioner's office was Vice-President. The official members were Executive Engineer, Native Assistant Superintendent, Residency Seristedar and Amildar of Bangalore taluk. Six others were appointed as non-official members.⁹ Thus a Municipal Committee of officials and non-officials was formed to look after the administration.

Municipal Legislation

Soon after the establishment of municipalities the Regulation XIV of 1856 and XVIII of 1864 were introduced. These two Regulations were in force upto 31st March 1871.¹⁰ Then on 1st April 1871 a new code known as Bangalore Town Municipal Regulation of 1871 was introduced for the town and Cantonment Municipalities of Bangalore. This Regulation was provided for the appointment of commissioners, for making better provision for the Police, conservancy and improvement of the town and for enabling the Commissioners to levy taxes, tolls and town dues and

rates therein. Under this Regulation a material change was effected in the composition of the Board.¹¹ This Regulation was in force upto 31st Dec. 1906. From 1st January 1907 another Regulation No. VII of 1906 was introduced. This new Regulation replaced the Regulation of 1871. This new Regulation brought changes in the administration. It laid down clearly the various functions of municipalities, rates of octroi etc. This was not only applied to the Bangalore City Municipality, but also to the other municipalities in the State. After introducing this Regulation more number of municipalities were brought under Regulation. Then on 1st August 1933 another Act was introduced which replaced the earlier Regulation. The act of 1933 was passed and introduced specially for City Municipalities of the State.¹² For framing this Act a separate Committee had been set up under the chairmanship of Mr. Matthan Rao. This Act was in force upto 1949. After getting Independence in 1947 the Municipality of Bangalore Cantonment was merged with the Bangalore City Municipality. A separate City Corporation came into existence in 1949 and a separate Act called "City Corporation Act" was introduced for the City Municipality of Bangalore.¹³

The Bangalore City Municipality was governed by the Municipal Regulation of 1871 as amended by Government Notification No. 108 dated 6th April 1883, its executive charge was vested in the Vice-President, nominated by the State Government. Till April 1896, the Deputy Commissioner was the ex-officio President of the Bangalore City Municipality in his district.¹⁴ The ex-officio members did not exceed one-third of the total number of members in Bangalore in April 1892, the system of election was introduced in to the City Municipality of Bangalore, and the privilege of electing one-half of the municipal councillors was conferred on the rate payers.¹⁵ The total number of Councillors inclusive of the President, Vice-president and ex-officio members was then fixed at 22 for Bangalore City Municipality. Later the total number of councillors was fixed at 28 for Bangalore with effect from November 1918. In 1921 the number of Councillors for Bangalore was raised from 28 to 30.¹⁶

A full time President was appointed for the Bangalore City Municipality in April 1896, the office of the Vice-President was abolished on the outbreak of plague in 1898, however, this arrangement did not work satisfactorily, a full time President was appointed for the Bangalore City Municipality with effect from 9th May 1904 and the office of the Vice-President was abolished simultaneously, but from July 1906¹⁷ the full time Presidentship was again abolished and the system of having ex-officio President in the person of the Deputy Commissioner of Bangalore with a Vice-President to assist him was re-established. During the year 1912-13, the government observed that the Deputy Commissioners were unable to devote the required amount of attention to the affairs of the city municipalities amidst their

multifarious duties and appointed a full time Honorary President with effect from 1913 for the Bangalore City Municipality.¹⁸ This arrangement continued till February 1920 when the privilege of electing a non-official President from among the Municipal Councillors was exercised by the Municipality. Under the Regulation IV of 1925, power had been taken away to appoint municipal Commissioners for the City Council of Bangalore.¹⁹ For the efficient implementation of the sanitary work, the Health Officer of Bangalore was for some time appointed as Vice-President of the Municipal Council in matters relating to health.²⁰

Formation of Executive Committees in Bangalore City Municipality

According to the Section 25 of the Bangalore Municipal Regulation of 1871, the Municipal Commissioner was empowered to appoint sub-committees from time to time to enquire and study the various aspects relating to the Municipalities of the Bangalore City and Cantonment.²¹ Accordingly sub-committees were formed from time to time. In 1893-94 there were eight sub-committees and in 1894-95 there were seven Committees. They were Well-Committee, Tank-Committee, Market-Committee, Bye-laws Committee, Taxation-Committee, Business-Committee etc.²² In 1896-97 there were 11 Committees. In 1917-18 there were five Committees. They were – Managing Committee consisting of nine members; Municipal City Improvement Committee, consisting of 12 members both officers and Councillors; Municipal Education Committee had seven members; Municipal Buildings, Roads and Avenues Committee,²³ consisting of 14 members. Health officers, Municipal Engineer, Inspector of Schools, Superintendents of City Distribution, Executive Engineer of City Drainage, were the important officials who served as member of all these committees and advised the Municipality in their respective field.²⁴ In 1924-25 Bangalore City Municipality had 6 Committees. They were Managing Committee, Municipal City Improvement Committee, Municipal Education Committee, Bye-law Committee, Health Committee and Market Committee.²⁵ The number of committees varied from time to time. Thus all these Committees guided and advised the Municipal Council to carry out the improvement works in various fields of civic amenities.

Civic Amenities

Municipalities were set up mainly with an intention to carry out civic amenities effectively in urban areas. The Government of India or the Provincial Governments could not give sufficient attention for providing civic amenities and even the fund

they collected could not meet the expenditure of different nature. Hence the Government of India decided to set up these municipal institutions and made them responsible for providing civic amenities in the cities. So the main civic amenities to be provided were -

1. Health and medical facility
2. Basic education
3. Drinking water and
4. Roads, Drainage, gardens and improvement of city.

Public Health and Medical Facility:

Community functions of the Municipality included the establishment and maintenance of hospitals, maternity and child welfare centres, registration of births and deaths, prevention and checking of dangerous diseases.²⁶

Municipal institutions gave more emphasis on the establishment of hospitals for women and children. Town Dispensary and its branches in various localities of big cities like Bangalore and Mysore, were established. Besides all these it encouraged private hospitals by donating funds liberally. Vaccination was done periodically against deadly diseases like Malaria, Small-pox, Cholera, Plague etc.

Thus in Bangalore city there was a good network of hospitals, maternity homes, vaccinating centres and dispensaries.

The Municipality maintained a separate establishment for registration of births and deaths. In 1892 there was an outbreak of cholera to a certain extent. This disease was brought to the City mainly from the travellers returning from Tirupati. There occurred 53 deaths from cholera, 106 from small-pox and 479 from fever in 1891.²⁷ Bangalore city had two dispensaries, one near the city market and other in Cottonpete. Besides this there was an itinerant medical officer who had a small dispensary who attended the sick at their houses. In the maternity hospital 11,257 persons were treated in 1890-91 and 15,927 persons in 1891-92. The Municipality donated usual grant-in-aid of Rs.200/- month to the St. Martha's Hospital.²⁸ The Municipality also maintained a separate vaccination establishment. The total number of children vaccinated was 3,643 in 1891-92.

The table shows the number of deaths from the following diseases.²⁹

	Cholera	Small-pox	Fever
1891-92	43	85	384
1892-93	76	36	435
1893-94	48	3	396
1894-95	2	18	418
1895-96	15	223	316
1896-97	35	25	311

Market Dispensary, Aralepet Dispensary, Chattram Hospital were the important health Centres under the control of the Municipality. St. Martha's hospital received liberal grants from the Municipality in 1894-95 when there were sporadic cases of cholera for the first time. The Municipality employed three midwives one Hindu, another a Muslim and a third Christian. These midwives were paid Rs. 15 per month. Thus all these hospitals worked effectively. Besides all these, the Municipal Commissioner appointed from time to time the Health Committee consisting of the Health Officer as one of its members to advise the Municipality in matters relating to health and sanitation. It also consisted of other Councillors as members.

In the year 1917-18 in Bangalore City there were six midwives attached to Committee of registration of births and deaths. Sporadic cases of plague appeared in Aug. 1917. As many as 38 persons suffered from plague. This number increased to 47 in Feb. 1918. The infection gradually spread to other parts of the City including the extensions of Basavanagudi and Malleswaram, the total number of attacks of plague was 223, with 115 deaths against 912 with 709 deaths in 1916-17. So to bring it under control a special hospital for epidemic diseases was established in the city.³⁰

In the latter part of Sept. 1917 the City was threatened with cholera. The disease first broke out amongst the inmates of the Lunatic Asylum which was situated near a congested part of the city. And immediately at the instance of the senior surgeon all the patients were admitted to the Epidemic Diseases Hospital situated on the Magadi Road Campus. Sporadic cases of cholera also occurred amongst the warders of the Central Jail and in the servants quarters of the Victoria Hospital.³¹ Precautionary measures were adopted for combating cholera. Wells declared by the bacteriologist as housing contained microbes were hankinized. A careful watch was kept on contacts who directly attended the relief camp. Leaflets containing precautions to be observed against cholera were printed in Kannada and English and freely distributed among the public in all parts of the city. To

prevent panic owing to exaggerated notions of the prevalence of the disease accurate statistics were repeatedly published for the information of the public. However, the disease lasted for about 6 months. Two Unani and Ayurvedic hospitals were established in 1916-17 in the city. They were regularly inspected by the Health Officer. Thus the Health Department worked effectively to control the epidemic diseases in the City.

Again in the year 1922-23 the City was affected by the epidemics like plague, cholera and other diseases. Sporadic cases of plague were reported from July 1922 to April 1923. On the whole there were 232 attacks and 210 deaths.³² Disinfection was undertaken with kerosene oil emulsion, dessication of the floor with paddy straw and fumigation with neem leaves. There were no cases of cholera. Sporadic cases of small-pox were also reported during the year. Seven persons died of this disease. There was one death from influenza as against 7 deaths in the previous year.³³ There were 7 Unani and Ayurvedic dispensaries in the City. They were regularly supervised and inspected by the Health Officer of the Municipality.³⁴

In the same year a scheme for maternity and child welfare was instituted by the City Municipal Council and a lady Health Visitor trained in Delhi was appointed. The eight midwives who were working in the Municipality were placed under the supervision of the Lady Health Visitor. The Lady Health Visitor visited all the divisions during the week days, checked the labour cases conducted by the midwives and provided antinatal clinics wherever possible.³⁵

Among sporadic cases of cholera, small-pox and plague reported in the year 1924-25 there occurred 13 deaths from cholera and 27 from small-pox in the City.³⁶ In the year 1928-29 the sanitary staff in their daily rounds visited 9,900 premises and remediable defects were detected in 8264 cases. Hotels, eating houses, bakeries, sweet shops, coffee clubs, mutton, fish and vegetable markets were inspected regularly. There were 41 deaths among 51 attacks of plague, 2 deaths of cholera, 62 deaths of small-pox during the year. As many as 8,470 persons were vaccinated during this year.³⁷ There were 15 deaths of influenza. In addition to six government aided and indigenous dispensaries one free Ayurvedic and one free Unani dispensary were maintained. There were inspected by the Health Officer from time to time. They were nine midwives for the whole City, they attended to 1232 labour cases under the supervision of the Lady Health Visitor.³⁸ Besides this work she visited expectant mothers and gave them advice. She also held anti-natal and baby clinics in each of the six divisions on one day in the week.

In 1929-30 the strength of the conservancy establishment during the year was as follows:

1. Sanitary Inspectors	-	5
2. Conservancy Overseers	-	15
3. Conservancy	-	31
4. Toties	-	155
5. Sweepers	-	270
6. Additional Sweepers	-	72
7. Urinal Cleaners	-	6

Hotels, eating houses, sweet shops, coffee clubs and mutton, fish and vegetable markets were inspected regularly. There were 114 attacks and 88 deaths of plague, 5 attacks and 3 deaths of cholera, 30 attacks and 10 deaths of small-pox, 27 persons' death of influenza, during the years 1929-30. In addition to 8 indigenous grant-in-aid dispensaries, the Municipal Council maintained one free Ayurvedic and one Unani dispensary. They were inspected from time to time.³⁹

Anti-malaria survey was started in the City at the beginning of the year. A special staff was working to combat malaria under the guidance of Dr. W.C. Sweet of the Rock Feller Foundation. Thus various measures were undertaken by the municipality from time to time to combat epidemic diseases like plague, cholera, small-pox. Thus Bangalore City Municipality played an important role in providing health facilities to the citizens of Bangalore.⁴⁰

Bangalore City Improvements

The Bangalore City improvement work was started in 1889. In that year Sir K. Seshadri Iyer set up a committee for making a report on improvements to be carried out in the City.⁴¹ Since then, extensions and improvements of the old City had been carried out at a cost of Rs. 31,49,211 upto 1923-24.⁴² Pure drinking water was provided from the Chamarajendra Reservoir at a cost of Rs. 27,23,469 while Rs. 2,90,858 was spent on drainage and Rs. 7,06,162 on lighting the City with electricity generated at Sivanasamudram.⁴³ In 1895 a resolution was adopted to dissolve the Bangalore City Improvement Committee, and hand over the charge of new extensions, to the Municipal Board. The Committee was again revived in 1908 to draw up a comprehensive scheme of improvement for the old City.

In December 1913 the Committee was reconstituted under the chairmanship of K.P. Puttanna Chetty and charged with the preparation of correct map of the City, and

to prepare a rough scheme of the more important requirements.⁴⁴ Special officers were employed to work out the drainage project of the City, and also for the acquisition of properties for the City improvements. The Committee submitted its reports dealing with the more urgent requirements of the City.⁴⁵

The Committee consisted of four government officers, three Municipal councillors, and two leading citizens, the President of the city Municipal Council as chairman and the senior Vice-President as Secretary.⁴⁶

Orders were passed on the schemes of improvements prepared and submitted by the committee, from time to time and an order dated 9th May 1918 fixed the programme of works for the next three years and also specified the arrangements for financing them. The total cost of the improvement works included in that programme amounted to Rs. 13 lakhs, exclusive of the self-supporting projects, and the drainage works. Government had decided to contribute one-half towards the cost of the drainage works and two-thirds towards the cost of other improvement works, and an annual grant of three lakhs from State funds were promised for the purpose.⁴⁷

In view of the magnitude and importance of the works to be carried out and the large share of the cost borne by them, the Government further reconstituted the City Improvement Committee with effect from 1st Feb., 1920.

The reconstituted Committee consisted of :

- A Chairman and six members appointed by the Government
- A Vice-Chairman and four Municipal Councillors to be nominated by the Municipal Council.

During the year 1921-22 the City Improvement Committee was wound up and a Full-time President of the Municipal Council appointed by the Government who took the charge of the city improvement works from the beginning of March 1922. Since then, the city improvement works were carried out under the guidance of the City Municipal Council by a Special Engineer appointed for the purpose.⁴⁹ According to the Government order No. L. 2257-60-M1-161-21-6 dated 20th Sept. 1923 appointed Mr. Vijayarangam Naidu, Retired Executive Engineer of the State Public Works Department as Special Engineer. This Committee then carried out works like formation of new extensions, like Visvesvarapuram extension, construction of drainage, markets, municipal office buildings, metalling the roads etc.⁵⁰

The Bangalore City Improvement Committee consisting of nine members started to assist the Municipal Council. It advised and proposed new schemes for the city

improvement. Accordingly City Improvement Board carried out construction work of drains, roads, new pipelines for drinking water supply, markets, bus-stand, town hall etc. But the Municipality failed to meet out the expenditure with its income. So the Government made liberal grants every year for the improvement works.⁵¹ As a result of this several developmental works were undertaken regularly by the Municipality of Bangalore. Consequently there came into existence new extensions, good roads, good water facility system, drainage system, parks etc., in the Bangalore City. The following table shows the amount spent towards the improvement works in the Bangalore City.⁵²

Year	Amount	Year	Amount
1916-17	55,055	1927-28	1,63,537
1917-18	2,34,246	1928-29	80,430
1918-19	56,187	1929-30	42,013
1919-20	3,33,515	1930-31	45,251
1920-21	2,26,264	1931-32	26,650
1921-22	2,53,217	1932-32	2,21,959
1922-23	2,81,171	1933-34	1,70,677
1923-24	2,02,043	1934-35	—
1924-25	1,78,863	1935-36	41,838
1925-26	1,32,352	1936-37	30,815
1926-27	1,63,537	1937-38	34,108

Promotion of Education in Bangalore City Municipality:

Imparting primary education was one of the important functions of a municipality. In this direction the municipality of Bangalore City made liberal donation and encouraged private institutions to start new primary schools and high schools. Even the government transferred some of its schools to the Municipality. There were Christian missionary schools, Kanarese Schools, Mohammedan Schools and Government Schools. For all such schools the Municipality gave grants. In 1886-87 there were municipal Anglo Vernacular Schools, Municipal Sanskrit Schools, Wesleyan Mission Schools, London Mission Canarese Girls Schools, London School, London Girls School Boarding, Madrasa-I-Muhammadiya, Wesleyan Mission Girls Schools, Mahratta School, Canarese School etc.⁵³

The Municipality appointed a Committee for each schools under the chairmanship of a Councillor. It was the duty of such Committee to study the various aspects of the schools and report to the Municipality with suggestions to improve the education system. Grant was fixed to the four Kanarese Primary Schools. The Sanskrit school received Rs. 600/- as grant every year.⁵⁴ In 1894-95 the Sanskrit School was handed over to the Government. Thus to promote education various steps were taken by the Municipality.⁵⁵ In the year 1917-18 the administration of primary educational institutions run by the Government Education Department assisted by the Divisional Compulsory Education Committee. There were two municipal schools and nine aided schools. The Education Committee discussed a number of important subjects including the great need for the Government Education Department to formulate a scheme of education for the entire city. Four branches of library were opened in different parts of the City.⁵⁶

In 1923-24 the control of the primary schools in Bangalore City was transferred to the Municipal Council with effect from 1st July 1923 under the Government Order No. E-4886-9-EDN-13-22-4 dated 9th Feb, 1923 and a separate staff required for the management was sanctioned by the Government. Under this arrangement the Municipal Council contributed one third of the total cost.⁵⁷

It also started a special school for the deaf and dumb. On the recommendations of the Municipal council made in the president's letter No. 36 of 23-24 dated the 3rd Sept. 1923 the Government sanctioned the staff required in the their order No. L. 7671-73 MI 54-23-18 dated 25th March 1924.⁵⁸

In Nov. 1924 a new education committee came into existence. Its members were elected by the Municipal Council.⁵⁹

In Mysore City the committee was known as School committee which consisted of 6 to 10 members. Both Education Officers and Councillors were appointed as members. In Bangalore City the same type of committee was formed, and it was known as Education Committee. But the functions of both these committee were same. With effect from July 1923, the primary education in the City came under the direct control of the management of the Education Committee of the Municipal Council. The Education Committee consisted of seven members. Under the guidance of the Chairman of the Education Committee, important educational schemes were discussed and submitted to the Council for consideration.⁶⁰

Of the subjects discussed, the following were some of the important ones:

1. Medical inspection of primary school pupils.
2. Starting of the charka classes.

3. Re-organization of the adult schools
4. Construction of buildings for primary schools.
5. Taking over the control of the Urdu primary education schools for both boys and girls.⁶¹

Accordingly the government approved the proposal of medical inspection to students in April 1927. In July 1927 the Urdu Primary Education School was taken over under its control.⁶²

Once again in Feb. 1927 management of municipal schools was transferred to the Municipality and 1/3 of the expenditure was met by the Municipality and 2/3 by the Government.⁶³ There was one special school for deaf and dumb exclusively maintained by the Municipality.⁶⁴ There were eight libraries and reading rooms in the City. In 1926-27 Mr. D. Venkataramaiya was the Chairman of the Municipal Education Committee and C. Hayavadana Rao, G.B. Ragavendrachara, B.N. Vijayadeva, G. Paramashivaiah, M.C. Chikkananjundappa, R. Gopalaswamy Iyer were the members of the Committee.⁶⁵

In 1927-28 the Education Committee was reconstituted. It considered the following schemes and submitted to the Government for its approval. They were:⁶⁶

1. To raise a loan for the construction of primary school buildings in the City.
2. To take a census of the children of school going age under the compulsory education scheme.
3. To increase the number of teachers for the Urdu schools and to open new schools in the different parts of the city.

In the year 1930-31 the management, control and expenditure in connection with all aided schools within the limits of Bangalore City were transferred to the Government Education Department as per Government Order No. D-404042 Edn. 474-288 dated 25th Oct. 1929.⁶⁷ The direct management of all primary schools and reading rooms and libraries rested in the Education Committee. The Elementary Education Regulation of 1913 was repealed by the New Education Regulation of 1920 and this was brought into effect from 1st June 1931.⁶⁸

Thus to promote education among the children being within the municipal area various steps were taken by the Municipal authorities. As a result of all these efforts there was steady growth of more literacy rate in the City of Bangalore.

Municipal Funds

It was only during the period of the British rule uniform system of taxation was introduced throughout the State. The main reason for the establishment of municipalities was that the British could not meet the expenditure of all urban areas in the British Empire as they had no sufficient funds to meet all the requirements of their territories. And also they could not concentrate their attention on each and every region. It was difficult for them to collect even local taxes from the people.

The *Kacheri terige* or conservancy tax levied in Mysore City for sanitary purpose and the plough tax imposed for the improvement of cross roads in 1860 in connection with the revision of *Mohaturfa* formed the basis of municipal and local funds in the State.⁶⁹ The proceeds of these taxes were not kept separately in the beginning from general revenues. Local and municipal funds were not levied strictly before 1862. It was from 1860 onwards the establishment of funds, however, engaged the attention of the Chief Commissioner of Mysore State who requested the Superintendents of various divisions at the instance of the Government of India, to submit their views on the practicability of establishing these funds in the State and the best method of administering them.⁷⁰

As a result of the enquiry the principal inhabitants of Bangalore submitted a signed declaration binding themselves to abide by the Municipal Act No. XXVI of 1850 of the government of India.⁷¹ The consequences of all these efforts was the establishment of three municipalities in the State on an experimental basis. And a committee consisting of European officials and non-officials was constituted. To finance the Committee the Commissioner sanctioned a levy of conservancy tax at the rate of four annas per *ankanam*.⁷² A similar committee was constituted at Mysore in 1862. In Bangalore people learnt to appreciate the advantages of good roads, conservancy and drainage. Town dues including tobacco duties, octroi and nuzool i.e., unclaimed or confiscated town lands or houses and sale proceeds of building sites provisionally constituted the municipal Fund.⁷³ Such collected amount was spent exclusively upon municipal requirements. The amount collected by each town was spent for the improvement of that town under the general supervision of the Superintendent assisted by a Committee.⁷⁴

In addition to the items referred above rents from market and sale proceeds of manure or rubbish collected by the conservancy staff also accrued to the Municipal Funds.⁷⁵ Such collected financial resources were not sufficient hence a house tax was levied in some of the municipalities. Various taxes like Octroi, *Mohaturfa* (i.e., taxes on house, towns, shops and carts) and Sayer (customs) were implemented in the province.⁷⁶ These taxes varied from place to place and underwent changes to

meet the increased expenditure. Besides all these, fines, fees and penalties paid by the people were also added to the Municipal Fund. Tax collectors were appointed by the Chief Commissioner of Mysore and their salaries were paid out of Municipal Fund. Such collectors were removable at the pleasure of the Chief Commissioner of Mysore.⁷⁷ Sometimes municipalities took loans from Central or State Government. Thus depending upon the nature of taxes they may be classified into three groups.⁷⁸

1.. Municipal own Revenue:

- a) Tax Revenue and
- b) Non-tax Revenue

2. Grants-in Aid and

3. Borrowings / Loans

Thus, municipalities although autonomous in-charge, were by and large, subordinate to the State Government which created them. Their revenue were also limited to the sources assigned to them under the State Law. Their income was derived from local taxation, enterprises, services or the wealth of the citizens, levied within the limits of municipal body. The local revenue was taxable from the residents within the area of the local bodies. Direct taxation was common in municipal Fiscal Administration. Besides they imposed special levies, commonly termed as "betterment levies" charged for improvements on property made by them.⁷⁹ They also received assistance from State Government for discharging their obligatory duties. At times, international agencies also provided financial assistance through State Government for projects of urban development like housing, water supply, roads and city improvements etc.

Municipal Own Revenue

Municipal own revenues were such incomes of municipal bodies which were raised by themselves and considered as belonging to them. Own taxes consisted of direct and indirect receipts grouped under fees, cesses and levies.⁸⁰ The major portion of income to the municipal institutions came from:

1. Octroi-Tax imposed on goods, that were brought into the municipal limits;
2. Taxes on property levied on buildings and lands including open land,
3. Personal taxes – levied on professionals, traders,
4. Taxes on animals and vehicles,

5. Theatre or show tax and
6. Taxes on advertisements, market yards etc.

Among all these taxes the largest revenue came from octroi, house tax, tax on building, tax on public property, professional taxes, tax on carriages, entertainment tax and advertisement tax. Own non-tax revenues were the receipts from municipal property i.e., rent on municipal land, buildings, rest houses and dak, sale proceeds of land and produce of land.

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